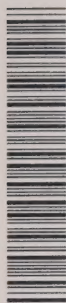


# metropolitan toronto transportation plan review

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## NOTES ON THIRD SCARBOROUGH EXPRESSWAY MEETING

MALVERN COLLEGIATE, 50 MALVERN

MAY 24, 1973

- PURPOSE:
- (a) To provide a common base of information on the status of the Scarborough Expressway question.
  - (b) To indicate what the Review is doing on this question.
  - (c) To provide an opportunity for local residents to join in an open discussion of expressway concerns with their elected representatives and professional planners.

ATTENDANCE: 180

CHAIRMAN  
AND PANEL  
MODERATOR:

Reid Scott, Metro Executive Member, Senior  
Alderman, Ward 9

PANELISTS:

William Malone, President, De Leuw Cather

Nadine Nowlan, Member City of Toronto Planning  
Board, Co-author "The Bad Trip"

Richard Soberman, Director of the Plan Review

Dorothy Thomas, Alderman, Ward 9



REID SCOTT

Mr. Scott explained that the MTPR had been set up to assess the current transportation situation in a co-ordinated fashion, then to suggest solutions to decision-making bodies. Although most meetings in Metro have been and will be of a general nature, this series of meetings was called specifically to discuss the proposed Scarborough Expressway. Their purpose is both for the panelists to explain their views to the public and for the MTPR to acquire more public input into the planning process. He then introduced the panelists.

RICHARD SOBERMAN

This is the last of a series of three introductory meetings dealing specifically with the Scarborough Expressway. At the first two of these meetings, I have attempted to make two basic points. First, in view of changes in conditions and public attitudes since the Scarborough Expressway was first proposed, there is a great deal more that needs to be known before the need for the Scarborough Expressway or a modified version of that expressway can be properly evaluated. Second, planners are faced with the dilemma of rationalizing the advantages that the expressway may offer from the point of view of regional transportation needs with the disadvantages the expressway would create within the communities through which it would pass. As with any major public works project, there are some who would benefit and some who would suffer, and it will be ultimately a political decision which determines precisely where the public interest lies.

What I would like to do tonight is briefly summarize some of the more important preliminary conclusions which we have been able to discern as part of the Transportation Plan Review.

1. There has never been an evaluation of the Scarborough Expressway which describes all of the potential costs and benefits.
2. A rationale for the Scarborough Expressway has been that it is a necessary link in the major east-west highway system in Metro Toronto. The construction of highway 401 has changed the system so that this highway now assumes this major role. Highway 401, now serving the east-west movement of traffic in the Metro area has a potential to handle additional traffic in the eastern sector.
3. It has been proposed as a link to encourage the development in the east in association with the Toronto Centred Region Plan and the Pickering Development. Transportation should be viewed as one of many tools to encourage development and should be taken in context with other needs. The development in eastern Toronto and Pickering should specify the transportation requirement rather than the reverse being true. It is also not obvious that highway transportation will provide the kind of accessibility to the Metro area that will encourage the growth that is wanted to the east.



4. Traffic flows for the Scarborough Expressway have been based on land use and transportation assumptions that have now changed.
5. Goods movement is often cited as an important aspect of the need for the Scarborough Expressway. However, basic origin-destination information on truck movement is not known.
6. The importance of the Scarborough Expressway within the network of highway facility appears to be very real. Preliminary traffic forecasts suggest that there would be large diversions or shifts of traffic from Highway 401, Eglinton Avenue, Lawrence Avenue and the Don Valley Parkway if the expressway were to be constructed.
7. The impact on Scarborough on the new overloaded downtown portion of the existing Gardiner Expressway has never been investigated.
8. The design standards for the Scarborough Expressway were set in the 1950's and should be investigated in the light of changing attitudes toward urban expressways and the potential of reducing the highway standards so as to decrease the community impact of such a facility.
9. A corridor study defining the complete transportation needs of the eastern portion of Metro with studies of various transportation solutions has never been carried out.

There would appear to be two strategies possible for a detailed investigation of the need for a Scarborough expressway.

1. A study of the transportation corridor along the lake front from the downtown to the new developments in the east of Metro. This corridor is sufficiently independent from the entire Metropolitan transportation network to make the job manageable and the area is large and important enough to provide meaningful results. It would be necessary to determine the transportation needs of the entire area including the needs for transportation passing through the area. These needs would then be studied in the light of the various kinds of transportation solutions that could be provided. This would allow detailed investigation of the trade-offs between the provision of roads and public transport.
2. An investigation of the urban expressway and major arterial systems of Metropolitan Toronto with the objective of determining the next most important link in the road transportation system. It seems reasonable to assume that the decision-maker should be interested in obtaining the maximum transportation benefit for their next transportation investment. If the link turned out to be in the eastern corridor, a more detailed study of possible compromises between design standards (such as speed, width, and number of interchanges) and impact could be carried out.



NADINE NOWLAN

My view is that the Scarborough Expressway should definitely not be constructed. The time has come in Metro for a political strategy emphasizing public transit: all of the transportation resources and money should be put into public transit. So we must adopt a firm strategy of public transit construction; if it is as fast and convenient as using a car, the public will use it, especially for the home-to-job trips during rush hours.

Expressways only encourage the use of cars. Studies have shown that expressways are impossible to live beside, not to mention their adverse environmental effects. Expressways are not only noisy during the day, and especially at rush hours, but during the night as well. Both politicians and the public must decide now that the public transit strategy is the one we'll follow for the next ten or twenty years in order to build up an extremely efficient system that people will use readily. If this is done, I firmly believe people will use it. There are, of course, people who will always want to use a car, but the existing road system should be adequate for their needs.

We don't need any more expressways. We don't need any more road widenings. I wish to urge everyone here to approach their elected representatives, at both the municipal and provincial levels, to impress upon them that this is the strategy we must have in Metro Toronto.

WILLIAM MALONE

I wish, first of all, to impress upon you that the Scarborough Expressway is not a conventional urban throughway; it is not part of an inner loop; it is not a Spadina; it is not even a Don Valley Parkway. It is part of a regional network of freeways which circle this metropolitan area and extend throughout the province. I think there are few people who would criticize the concept of any major metro area having a ring road or peripheral system of freeways; they serve as a by-pass to the core of that area. The Scarborough Expressway is the missing link in this ring road. The 401 started out to be the northern extension of the ring road but its development has gone further than that. But the ring road still basically consists of 401 in the north, 427 in the west, the Gardiner in the south and the missing link is the Scarborough. That's in the regional concept of the system of freeways; this has nothing to do with urban transportation vis-a-vis public transportation or any other modes.

Scarborough will, however, run through a built up area. In doing so, it still serves that same area; it becomes the access to the whole metropolitan area for the residents of the community which it invades. I would like to make four points:



(1) Is there a need for it? I think I've already covered the basic need.

(2) Should it be built? That's a difficult question: there could be a need and, at the same time, there could be reasons for not building it. From a regional/total metropolitan area viewpoint, my answer would be absolutely yes. From a local viewpoint, if I was a resident of the community and it was going through my backyard, I think I know how I would feel: that there was an obvious need and it should be built. I would be bearing in mind that perhaps for the first time the government should give real and proper consideration to all those that are disadvantaged by the building of it, give recognition not to just the properties that are taken, but the people in the community who are disadvantaged and compensate them for other things that would not be thought of today. People haven't been compensated properly in the past because the idea was new; views have changed.

(3) If it should be built, what route should it follow? That's really the most simple question of all: it should basically follow the railway corridor. That corridor exists already. The original plans were to follow it as much as possible. That plan, which is now about 10 years old, recommended that only one mile, perhaps slightly more, would travel through the local community. But in light of feelings today, where should we now put it? There is a study being carried out at present into the possibility of following the railway for the whole route. You'll be hearing about it in the next month or so. Is there a better alignment? Is there another solution? It has been suggested that it could be run off-shore, along the lake frontage, but I doubt if that would be the best of the three alignments.

(4) If the Gardiner extension is not built, what should replace it? That question, to me, implies that it could be replaced by public transit or arterial roads, etc. Public transportation is an additive; it should be, and will be improved but its impact on this corridor will be of small benefit. It can help, but it can't replace the Scarborough Expressway.

DOROTHY THOMAS

I was very interested in Mr. Malone's comments:

(1) He said "few people would criticize the concept of any major metro area having a ring road or peripheral system of freeways". There are, in fact, many people who would do so; this has happened in London, England only recently. As has been proven there, the ring road system does not appear to be working; it is not taking traffic off local streets. Many people feel that it has all been one big mistake. Could you not, therefore, concede that the regional network plan is a mistake as well; that it is in fact a regional network of mistakes? The Scarborough Expressway will simply be one blunder we haven't made.



(2) Another plea has been made for the poor, disadvantaged person who has to drive a car. People are being selfish in denying car traffic the opportunity to drive through the city, polluting our areas and using parking lot space which could be put to much better use as parklands, etc.

(3) He made reference to the needs of the total community. Dr. Soberman has said that the needs of the total community have not as yet been properly defined and that perhaps we had better define those needs before we build any further expressways and I concur with him on this.

(4) He mentioned new forms of compensation to people who are left in the wake of the expressway. What does this mean? Do we simply give people more money?

(5) He mentioned that it is the best solution for the need. That is in economical and technical terms. What about the social costs?

In a recent issue of the Ward 9 Community News the results of a questionnaire sent to the Don Valley residents were made public. One important fact was that cars were not, in fact, taken off the local streets by the construction of the Don Valley Parkway.

I did have a few prepared remarks to make tonight, but I've left them aside to comment on what Mr. Malone has said. I only wish to state, once again, my complete opposition to the Scarborough Expressway.

#### NADINE NOWLAN

I'd like to make one comment. Mr. Malone said that he would understand if an expressway was proposed that went through his backyard/neighbourhood because it was for the good of the whole community. This is not a fair argument. The people who oppose expressways are thinking of the good of the community as a whole; they are thinking of the future of our cities. And it's definitely not a selfish argument.



DISCUSSION PERIOD

(1) PUBLIC VS PRIVATE TRANSPORTATION

COMMENT: People have to wait up to half an hour for a bus. Naturally they're going to use cars when this is the service offered. More money should be spent on public transit rather than expressways.

COMMENT: No one here can tell me that public transit can't move a large percentage of people faster than, for example, the Don Valley "parking lot". The Scarborough Expressway will be the same. Expressways are not the answer to our problem. The more expressways that are supplied to the motorists, the more they are needed.

COMMENT: I live at Kingston Road and Victoria Park and it takes me three-quarters of an hour to get to Sherbourne Street by public transit, whereas I can comfortably drive down in 15 minutes. It might be a different story if transportation was a little more economical, but then my idea of economical transportation starts at a dime.

- (William Malone) I think we have to remember that when you talk about roads and then you talk about public transit as if it was something different, you should bear in mind that in this area they are not two separate subjects. The greatest proportion of transit trips are made by buses using the roads. Of course in the future you may have intermediate rapid transit to take public transit off the roads here and we have great hopes for it, but still the total impact is going to be much less than most people assume. Ten to twenty percent of the people now using cars may switch, but then again they may not. Traffic is increasing at such a rate that we will never catch up with demand.

COMMENT: I'm from Scarborough and I wish to discuss the premise that public transit is a viable alternative to expressways. The number of people who use the GO transit is terribly insignificant in relationship to the total amount of traffic. People will not walk long distances to a public transit facility. The only bus service that works well is the dial-a-bus system in the Rouge Hill community which is to be extended to the northeast areas. While I oppose the expressway, I really feel that we have to look for a viable alternative - a real alternative - before we're choked to death by the traffic. (Future Scarborough growth, Cedarwood community, people who will be going to the airport, zoo traffic at 40,000 a day, series of parks along the Scarborough waterfront at 30,000 a day, etc.)



- (William Malone) I concur with everything you have said and I wish I knew of an alternative that would equate the Scarborough Expressway. I don't know of one.

- (Dorothy Thomas) I would really wonder if all these people are going to be driving downtown on the Scarborough Expressway.

COMMENT: They'll be going both ways. There is no industrial area in the Cedarwood community.

- (Dorothy Thomas) Cedarwood hasn't been built yet. I would agree that the GO transit is not a viable alternative at present because it's very expensive; it is cheaper to drive downtown. People in Scarborough would take buses to the subway if they didn't have to wait for 1/2 hour for them. Of course they won't take public transit with this service; they'll drive downtown. It has been said that you can't get people out of their cars; of course you won't if all you supply them with are expressways. If you supply only expressways and starve public transportation, you'll certainly have congestion and you've made it that way.

- (Richard Soberman) I'd like to say that this will be the last meeting sponsored by the MTTPR in which we have this type of panel set-up. I'm very pro-transit and, indeed, so is the whole MTTPR group. But what really bothers me is that some panelists have taken what is very obviously a complex issue and attempted to polarize the audience into pro-transit/pro-expressway groups. The fact that it is not that simple is obvious from the kinds of questions and comments that have been raised by the audience. There are some people who are very obviously against any kind of expressway development at the cost of the community and the community is no longer willing to bear it. It has been inferred that motorists are selfish. In many cases that's true; it's true because in many cases the motorists simply aren't aware of the consequences of using their automobiles. When you talk about not building the expressway and talk about viable alternatives, there are a number of viable alternatives. One of the things is to make public transit much more acceptable than it is today and to make people completely aware of the improvements. Public transit cannot handle all the trips that we have to make, either (shopping, etc.). The balance between homes and work must also be considered. We must have a transportation system that will encourage other points of accessibility so that everyone doesn't have to travel to one point in the metropolitan area. It's a combination of all these things: the change in structure of demand for transportation; the provision of more incentives for the use of public transit and at the same time the introduction of controls with respect to the pricing of parking. All of these things and much more must be considered when we talk of transportation; it's not as simple as some people have made it out to be.



- (Nadine Nowlan) I'd like to dispute one thing someone said earlier about more people using cars than transit in Toronto. In fact - and Toronto is very unusual in this respect - more people use transit here. While American cities, in the 'fifties and 'sixties, were putting money into expressways, our City went contrary to the rule and kept building subways. Of course they were building expressways at the same time, but subways were also being stressed. This really was unique for North America.

- (William Malone) I think we should stop complaining, every now and then, and realize that Toronto is one of the most amazing centres in all of North America, if not all of the world. This city was planning rapid transit, largely because of Mr. Norman Wilson, when all of the experts in the States said that the last line had been built and there would never be another rapid transit line built in North America; it was a dying affair. GO transit was a very revolutionary experiment. The 401 by-pass is the finest of its type in North America. The signalized traffic computer set-up is the model for everywhere else.

## (2) EXPRESSWAYS/ROADS

COMMENT: I don't think there should be any exits off the expressway in our area at all, in fact it should extend all the way from downtown to Pickering. That would help solve pollution to some extent and certainly the problem of high rise development in this area. It would also leave us more room for our own traffic. (applause)

COMMENT: My name is Roy Merrens, I live in this area and I am completely opposed to the expressway. I won't go into all my reasons again at this meeting, as I had the floor at the previous two meetings. A number of us have come in late because a deputation from the Woodbine Community Association and ForWard 9 had a meeting earlier tonight and something happened which is relevant to this meeting. The Star reported, after a meeting in this area a couple of weeks ago, that there is only one association opposing the construction of this expressway. There are at least three associations here in Ward 9 who oppose the expressway. But a new force has been added as of tonight. We were at a meeting of Corra (Confederation of Residents and Ratepayers Associations). I would simply like to read a motion that was passed at that meeting: Corra opposes the idea of the Scarborough Expressway because it will make no useful contribution to the solution of transportation problems in Metro Toronto, but will instead cause serious social and ecological destruction.



COMMENT: I lived by the Don Valley Parkway and I would say that six out of seven mornings I took another route into the city using side streets. The reason I had to do this was because people coming from, say, Newmarket were filling it. People are even commuting from Barrie to Toronto; expressways encourage people to commute much further than they need to. People have to learn to live closer to their work.

- (Nadine Nowlan) I'm in agreement; we must have a better balance. Expressways are a very expensive solution to the problem. There is a myth that jobs are increasing in the City of Toronto. In 1956 (in the City of Toronto) there were 467,500 jobs and in 1964 there were 436,300 jobs. The jobs, therefore, in that period of time decreased. I don't have the most recent figures, but I suspect the situation hasn't changed drastically(\*). On the other hand, the job situation in the suburbs is improving and hopefully we're moving to a situation where people and jobs are relatively close together. Building the Gardiner extension will throw that balance out; it encourages people to live at the end of expressways and drive downtown to work. It destroys homes in the city, so that they don't want to live there anymore. They escape from that environment. Instead we should be improving transportation between the suburbs rather than emphasizing transportation from the suburbs to downtown. This has been identified in a study as one of our main problems in the future.

- (William Malone) If more people felt that way, we'd be well on our way to solving the transportation problem. Unfortunately that's not the case. It has been attempted and the earliest experiment was Don Mills which was designed for people to both live and work in that area. Even before the Don Valley Parkway was in operation, Don Mills was progressing rapidly and studies were undertaken to see its performance. I don't have the exact figures, but I believe it was somewhere in the order of three-quarters of the people living in Don Mills were working elsewhere. Also, people who worked there did not live there. It was disappointing.

COMMENT: I'm from the Pickering area and I belong to the organization known as POP (People or Planes). If the Scarborough Expressway goes through, it will only be another excuse to build the airport and the town of Cedarwood. I do commute to Toronto each day and I do not use my car; I

\* (Ed.Note: The City of Toronto figure for 1970 is 468,300. These figures show that during this period there was a trend for manufacturing industries to leave the City of Toronto for the suburbs while commercial growth increased substantially and will continue to do so in the future with such developments as the Toronto-Dominion Centre, Commerce Court, Eaton's Centre and Metro Centre in the "core" of the city (the area bounded by Front/Dundas/University/Jarvis). "Core" figures for these same years were: 1956 - 121,702, 1964 - 117,818 and 1970 - 133,938.)



use the GO train and fine it very efficient. We, in Pickering, wish the people of this area to know that we sympathize with them and hope they're successful in stopping the construction of the Scarborough Expressway. It's not just a local concern; it concerns us all.

COMMENT: If the Spadina and the Scarborough expressways had both been completed, we would have had some use out of them. But if the Scarborough isn't completed until 1990, we could very well be out of gas by then!

- (William Malone) I couldn't agree with you more. The rate of transportation development in Metro Toronto at the moment is decidedly poor. That applies as well to the public transit system which increases at about 1 mile a year.

### (3) PLANNING/DECISION-MAKING PROCESSES

QUESTION: When was the information, based on the need for this expressway, gathered? Would you say 10 years ago?

- (William Malone) Longer than that. There really hasn't been anything recently.

COMMENT: I notice that completion dates are 1985 and 1990. At the earliest, then, that's another 12 years. That would mean that by 1985 it would already be at least 20 years out of date. What we're doing, in my opinion, is trying to plan today, something that you may build some time in the future, on information that was collected at least 10 years ago. I honestly can't say I think that's the way things should be done. As a taxpayer, I really object. Everything seems to be uncertain in transportation. One proposal says the expressway should run on the south side of the railway tracks, another says on the north side and yet another says it should straddle the tracks. Now the Provincial government is proposing intermediate rapid transit to solve all our problems. The 401 started out as a 4-lane highway and it's now 12 - I don't know what it'll be next week. Really, is there anything definite about the Scarborough Expressway?

- (William Malone) You mentioned that these studies were done many years ago and, basically, what could we have learned since that time. What we have learned since is confirmation of what was predicted 20 years ago. The validity of anything increases year by year, it does not detract. Public transit is often quoted as being an alternative. Frankly it makes a very small impact on a transportation corridor. Don't misinterpret me: I wish everyone would take public transit so that I could use my car.



COMMENT: I wonder how many people who are actually planning the construction of the expressway, live here. It's the residents of this area who will suffer, 365 days of the year, 24 hours a day, not them.

QUESTION: Has there been a survey of people who go downtown from the east each day?

- (Richard Soberman) Yes, figures are available although I don't have them at the moment.

QUESTION: The noise on Queen Street, especially from streetcars, is unbelievable. Is there a traffic count for that street? I feel that it is one of the major routes from Scarborough to downtown. Is that correct?

- (Richard Soberman) There are traffic counts for all major arterial roads and they are taken very frequently. But I think what you were actually asking was: if you build an expressway in a corridor, will it relieve a lot of local traffic congestion that you have now. People in the traffic engineering business recognize that if you build a high quality facility (in their terms) the result is that people shift from what was previously an inferior route to what they then consider a superior route. The problem is that, given the fact that it is a better route, then some people who do have a choice of using public transit versus private autos, may then in fact be encouraged to use the automobile because, from their point of view, you have improved service. You then get the argument that if you improve the facility, you get more traffic. It depends on a lot of other things, as well. In the case of Metro Toronto, it's how much employment opportunity you provide in the downtown area and what other restrictions we use to encourage people to use transit.

COMMENT: A man came to make an estimate on crosswalk use on two separate days on our road; both days it was pouring rain. I don't see how a proper estimate can be made under such conditions.

#### (4) HOUSING/EXPROPRIATION

COMMENT: The vacancy rate in Toronto is only one percent. If 750 homes are torn down, where are these people going to go?

#### (5) PARKING

COMMENT: Parking is expensive downtown. And basically 95% of the people who are parking there don't really need to use their cars.

- (Reid Scott) Something will have to be done to discourage people from parking all day downtown. You'll be hearing more about this in the near future.



(6) ENVIRONMENT

COMMENT: I'm in Ward 1 in Scarborough and I'd like to say that I'm against the construction of the Scarborough Expressway for the "fringe benefits" it brings, such as pollution and the noise factor. I think public transit will succeed if people are given the same mobility as they have presently with cars. Rapid transit corridors being connected by such systems as dial-a-bus will give us that mobility and it will succeed and people will abandon their automobiles in the city.

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